



R E P O R T

**FORMATIVE EVALUATION of IPACC
(Indigenous Peoples of Africa
Coordinating Committee)**

November 2007

Report by:

Davine Thaw
(OD Practice)

23 Acacia Road
Glenwood
Durban 4001
South Africa

Telephone: 031 206 2954

Fax: 031 206 2953

E-Mail: davine@dbn.stormnet.co.za

Contents

1. Introduction

- 1.1 Why an “evaluation” now?
- 1.2 My approach
- 1.3 The process
- 1.4 Limitations

2. Who is IPACC?

3. Findings

- 3.1 Strengths and how IPACC is valued
- 3.2 Unintended outcomes
- 3.3 The context for future challenges
- 3.4 The challenges ahead

4. Conclusion

Appendices

Appendix 1: Terms of Reference

Appendix 2: IPACC - The Whole System

Appendix 3: IPACC Income 2001-2007

1. Introduction

1.1 Why an “evaluation” now?

IPACC is 10 years old. An assessment of IPACC was conducted in 1999 by Jon Campbell. IPACC felt that it was time to conduct a further evaluation or review of some kind. In discussion it was agreed that whatever it be called it would be formative rather than summative. A summative evaluation aims to identify what has worked and what has not with a view to learn from a project prior to its closure. It aims to make some judgement about achievements and results, but without looking at the future. A formative process, on the other hand, seeks to see what has happened in the past, what the current status is, with the view to learning from these. On the basis of this learning, suggestions are made which could increase effectiveness in the future, strengthen the system (project or organisation) and consciously plan for development of the whole.

Further, some IPACC donors had expressed interest in this step and indicated that they would support it -- in principle and financially.

IPACC felt that it was time to stop and take stock of how it was -- as an organisation -- and how it was doing in its work. IPACC is a highly complex and widely spread organisation; consequently IPACC wanted the person who would conduct the evaluation/review to have some prior knowledge of it in order to connect to its life and its needs more quickly.

The Terms of Reference (see Appendix 1) outlined the intentions and process. I readily agreed to work on the assignment as I have a high regard for IPACC’s work, and while I have extensive experience in working with networks, I have little experience in the actual field of work with Indigenous Peoples.

1.2 My approach

I have worked with IPACC over the past six years as an external “consultant” in response to five requests for facilitating various processes -- these related to: facilitating meetings; enabling decision-making; exploring leadership; formulating vision and mission; and exploring new fields of work. On average, these processes amounted to 3-4 days a year. Consequently, I know a little about IPACC’s work and “who is who” in the field and in the network itself.

I have brought an organisational development (OD) perspective to this review. I see OD as a practice that supplies a whole systems approach that entails focusing not only on the programme, but also on the organisation itself and the relationships that keep the system functioning. I have taken this approach. I have also taken an appreciative approach by asking for and looking for what is strong and good, what people value and care about, and what could enable more success and effectiveness and more wins for Indigenous Peoples.

What I have not done in the time available is to attempt a review of the very complex, ever-changing strategy of IPACC -- ever-changing in that IPACC has been extremely sensitive and responsive to the environment. A description of the many shifts in response to opportunities and challenges would fill many pages.

Included in the available days is time to feedback the findings to all three structures, to get their response from them, and then to support them in tackling some of the challenges.

1.3 The process

There have been three points of contact. First, I met with and observed the full Executive Committee, two Secretariat staff and one Trustee at work in Bujumbura, Burundi at the ninth Executive Meeting of IPACC held in March 2007. During these few days I met with and held conversations with all the members present. We explored IPACC’s triumphs and losses, its strengths and struggles, and then its potentials and challenges.

Later, in August 2007, I met with Trustees and staff in Cape Town. I explored with them the challenges and issues facing IPACC in the future and also looked at some of the systems and procedures used at the Secretariat.

People have spoken for themselves. I have listened and noted their perceptions, views and issues. All the findings were presented to the staff and Trust and then to the full Executive Committee in September 2007. On the basis of this step and some of their responses, this report has been prepared.

1.4 Limitations

In the time available and the fact that IPACC is a continental organisation, it was obviously not possible to see IPACC members in action, in their home countries and in their organisations. Consequently, the extent of the membership and its activity on the ground is difficult to know.

I also did not see the team in action at the United Nations (UN), either in Geneva or New York, although I have heard many stories from many players!

Secondly, there is no donor input in the evaluation. A letter was sent to all IPACC donors in August to invite comments against five questions or to offer their own overall reflections about IPACC and its work. A response was received from one donor.

2. Who is IPACC?

Firstly, who is IPACC and who are Indigenous Peoples?

IPACC sees Indigenous Peoples as those:

who maintain an ancient and distinct culture, a historical continuity with traditional land, and who are discriminated against, marginalised, dispossessed or displaced in their own countries and who consider themselves as such

There is lively debate about the question of “Indigenous” Peoples that is not spelled out here. (For any interested reader wishing to explore this, see pages 20-22 of the IPACC report 1998-1999 as well as an IPACC report titled “Indigenous Peoples of Africa”, IPACC, 2003-2004.)

In practice, many of IPACC’s members represent peoples who live by or have recently lived by hunting and gathering or nomadic/transhumant pastoralism.

IPACC’s mission is:

to create a support network across Africa to promote community-based participation in the UN process, and to lobby governments to support the Declaration of Rights for Indigenous Peoples.

As IPACC’s work took root, its members emphasised the importance of building a sustainable, primarily rural civil society network. IPACC thus helps link isolated individual community organisations to similar bodies; building a momentum of common interests.

An inspiration for the Network was, in Zahra Mohammed Atayeb’s words way back in 1999, “*It is for the activists to build IPACC, not for IPACC to make activists*”. It is this approach that has driven IPACC, and there have been great opportunities also to develop activists.

IPACC’s objectives (in the constitution) are:

- *to facilitate, coordinate and advocate the rights and interests of Indigenous Peoples of Africa however and wherever it shall be appropriate. This shall include but not be limited to contributing to the activities of the UN Working Group on Indigenous Populations; the UN Permanent Forum on Indigenous Issues and any other organisations formed under the auspices of the UN.*
- *to further the cultural, political, social and economic rights and interests of the Indigenous Peoples of Africa by advocacy, lobbying, networking, exchange of information, mutual support and whatever other means are appropriate.*
- *to generally further the capacity of Member Organisations (MOs), through interactive assistance and support and to enable them to achieve their individual objectives on behalf of the Indigenous Peoples of Africa.*
- *to facilitate and enable MOs by providing funding and other assistance to attend and contribute to the programme and activities of the UN*

IPACC outlined its strategies in its 1998-1999 Report and largely these have held. From the Ouagadougou Executive Committee, IPACC has increasingly given attention to supporting sub-regional networks and engagement with African multilateral bodies, such as the African Commission on Human and Peoples’ Rights (ACHPR);

Further description is found in the next section in relation to the strengths or challenges being discussed.

3. Findings

In this section we explore both the strengths and potentials of IPACC.

The first section of this report explores, at some length, IPACC's strengths as well as the way in which people value IPACC. These strengths are the views of the many people within IPACC as well as those that I see from my perspective. These form a basis from which to take up challenges for the future. They are like building blocks.

Later we look at the context in which challenges facing IPACC are located, and then the challenges themselves. With each strength in an organisation there is always a countervailing shadow, or issue, that challenges the current perception of strength. With awareness of these they can be held in balance.

3.1 Strengths and how IPACC is valued

Identity

Firstly, the sheer **existence** of IPACC is valued. Before IPACC there was no coordination of or between these Indigenous Peoples groups and organisations. People did not know each other at all. Now some claim that "it's like a village" -- the distance has lessened. Many expressed a strong sense of belonging and they share a united goal. The Amazigh activists make a particular point: Before IPACC they felt isolated; now they *are* and *feel* African. This had not been the case before. A further powerful element of the identity of IPACC is that women have been structurally included by having one of the three elected positions per region for women to take up gender in the organisation. Women are visible and active in the network.

An integral part of identity is the **values** that the group seeks to live out of and express in their work. Different parts of the system speak of the importance of what IPACC is trying to do. Fundamentally it is *inclusive*. There is no predetermined group that might belong, or not, to IPACC. Anyone seeking to advance the objectives is welcome. IPACC also values and seeks to hold a wide set of diverse interests. A primary value is that of democratic practice which underpins the structure and efforts in decision-making. Accountability for finance and to donors is strong and transparent. A Code of Conduct was developed as early as 1997.

A further component of identity relates to **recognition**. IPACC is now recognised by many donors as an important organisation for Indigenous Peoples. IPACC has formal observer status with the African Commission on Human and Peoples' Rights and has been accredited as a cooperating NGO with the United Nations Environmental Programme (UNEP), the United Nations Educational Scientific Communications and Cultural Organisation (UNESCO), UN Economic and Social Council (ECOSOC), the Global Environment Facility (GEF), the UN Convention on Biological Diversity (UNCBD) and the UN Framework Convention on Climate Change (UNFCCC). Members also tell of how IPACC is now well respected and sought out by others: "We are now asked for advice by other networks."

Strategy

IPACC has developed clear strategy over the years. More importantly IPACC, particularly under the leadership of the director and trustees, is **strategic**. To be strategic is to be awake to the environment and opportunities and obstacles; it is to be thoughtful and adaptive in response; it is also to be knowledgeable and have facts at the fingertips. IPACC demonstrates all this in the way in which it works and how it forms and develops relationships.

The Trust

The Trust is one of three elements in the structure of the organisation -- the Executive Committee and the Secretariat being the other two. See Appendix 2 for the full structure.

The Trust was established in 2002 with a fiduciary role needed for a large and widespread network. The Trust is experienced as efficient and effective. The three Trustees have a deep interest in the

work of IPACC -- they are not distant as so many Trustees usually are. Yet they're not "hands-on" in that they don't interfere. They bring sound legal advice as well as other forms of practical support, such as "reminding us of constitutional issues" and helping interpret complex accounting material. They oversee the annual audit and take responsibility for ensuring IPACC remains within the law, runs a transparent and effective financial system, and, importantly, acts consistently in the interests of Indigenous Peoples. They definitely add value to the whole of IPACC.

The Executive Committee

The Executive Committee was established in 1997 with Joseph Ole Karia from Kenya elected as chairperson. It has continued to be democratically elected for a period of two years -- and more recently for a period of three years. The most recent Executive Committee is close to "full house", which means that all positions have been filled (three per region, one for a gender rep.) and 15 people meet. The gender position for West Africa is currently vacant. ExCo has already grown -- see later in this report. Many of these members are experienced activists and have been involved with IPACC for some years, thus they bring more substance to the task. The Executive Committee enjoys extensive support (practical; financial; strategic; capacity development; etc.) from the Secretariat, probably more than necessary -- and this, too, is discussed later.

The Executive Committee has managed to meet nine times -- albeit on low budgets -- missing only one year (1998) thus keeping the democratic project alive. All meetings are conceptualised, planned and organised by the Secretariat. Each meeting is held along with many other activities, see 'Gatherings' below. They are held in different countries to provide the opportunity for different members to host, and for others to meet different Indigenous Peoples and organisations.

As with all networks or coordinating bodies, all the members have other jobs or tasks to perform; IPACC is not their only work. Yet the majority of office bearers have managed to participate in all the ExCos and other important meetings.

The Secretariat

The Secretariat is highly valued by its members. It, too, is regarded as efficient and effective. It is well equipped for now and needs more space. It will move to larger offices shortly.

The members of staff are exceedingly committed to their work and work at IPACC for different, positive reasons -- certainly not for the money! They are committed to the people and the issues; they feel they are contributing to significant change; they are exposed to a reality unlike their own, and feel privileged to make their significant contribution.

The director, in particular, is held in high regard. He is seen as very capable, strategic, very knowledgeable, and an excellent fundraiser. His style is valued -- he is motivating, a connector, he "knows everyone" and has great energy. His values are also appreciated. He is trusted, seen as "brilliant" and very appreciated. He provides excellent direction and leadership, is multi-lingual and loves his work.

Of course, this has a shadow - we explore this under Challenges.

The operations manager is also deeply appreciated - particularly by the growing number of women in the organisation. She is regarded as efficient and warm and says that she too "loves the (my) work" and is committed to supporting the women in their development and growth. The financial and administrative person is fairly new and provides backup for all the organising of meetings as well as the other work.

IPACC is coordinated by the Secretariat. All meetings, visits, conferences etc. are organised from the Cape Town office. Reporting is excellent -- regular, fulsome and clear. There is a paper trail for all decisions and expenditure. Communication systems are in place and where it is difficult to be in touch on email in remote areas, people are contacted by cell phone.

The Secretariat has achieved an almost unwieldy number of tasks at low cost and with few people. Amongst its wide-ranging tasks are the following:

- The director accompanies members to open up new contacts.
- Training is organised based on challenges and new issues and the expressed needs of members.
- Identifying opportunities for engaging, lobbying, advocating with others.
- Identifying new sources of finance and partnership opportunities.
- Facilitating communication between members when needed.
- Maintaining an up-to-date data base for use by the members and international agencies when needed.
- Reaching out to new organisations and countries.
- Individual coaching for members.
- And more...

Another important task is to coordinate the allocation of financial assistance for four original and different intentions:

- Finance for the Chair and Deputy to attend key UN meetings.
- A regional grant facility -- for up to R100 000 for activities.
- A budget for missions to member countries to support them in building membership, contacts, sources of support, etc.
- Practical support which encourages member organisations to apply to other available Funds such as the Global Environment Facility, the International Fund for Agricultural Development (IFAD); UN Voluntary Funds and various Embassy Funds.

The Secretariat proposes people to participate in various meetings and assists in raising or identifying the finance in order to participate.

Overall, the Secretariat has provided an indispensable service without which IPACC could not have grown and strengthened as it has.

Gatherings

One important strength of IPACC is how they organise meetings. When gatherings take place they are well used and cost effective. The gatherings are very costly (up to R400 000 each if the expanded Executive participates) and people are aware of this. Therefore, Executive Committee Meetings -- which IPACC tries to have every year and has managed so to do -- are designed to include a number of other activities.

The Executive Committee Meeting is the focus of the gathering. There is extensive preparation for it and substantial documentation is prepared and distributed. For example, documentation at the Bujumbura meeting included:

- The previous minutes of five Trustees Meetings
- The ExCo minutes from the 2006 Malindi, Kenya ExCo
- Financial statements
- Income and expenditure statements
- The global budget
- List of donors and income
- The ICT Update
- The Constitution
- A draft programme agenda

In addition, some form of training or orientation to new issues is planned. In Bujumbura members were introduced to the challenge of natural resource management and developed strategic plans for each country on how they would take up these issues. In previous meetings this has included training

in environmental issues, short Organisation Development (OD) processes such as developing vision and mission and exploring leadership issues, and an orientation to UN instruments etc.

During the gathering, visits are planned with relevant Government Departments, Ministers, people from the UN system and donors in the host country in an effort to strengthen relations between Indigenous Peoples and their governments and to strengthen members' capacity to raise funding at home.

A site visit and tour of one kind or another is generally organised to enable members from other countries to get to know a bit more about their host's country.

Often the Director stays on for a few days to accompany the host member on visits to other Indigenous Peoples organisations, on further donor consultations and/or to support the host member organisation with whatever has been requested.

In my view, by the end of the week a lot has been achieved and the money is well spent. It must be noted that these meetings are the *heart* of IPACC -- where people meet, exchange, contest and find things out; where people listen to each others' stories and learn new strategies and tactics; it is where decisions are taken that guide the organisation and the Secretariat over the next period.

Finances and Management

Up to now the organisation has been well financed and in the past year the budget has more than doubled, see Appendix 3. This is discussed elsewhere as it also throws up a challenge.

The finances are well managed with the appropriate internationally recognised systems and accounting procedures. These are needed considering that many of its members do not have bank accounts for EFTs and many travel options don't invoice! Consequently IPACC *has* to work with cash and it does this transparently and procedurally. Following an audit report, which required some additional measures to be put in place in the financial procedures, the Trust responded promptly and with new practical measures to ensure even better financial practice.

3.2 Unintended outcomes

There have been some unintended outcomes from being a member of IPACC. Many members say that they have grown in their confidence: their confidence to speak at international meetings; to deal with conflictual situations; to take a stand on an issue; and so on.

Secondly, many members appreciate this opportunity in their lives to *develop* as activists. There have been countless opportunities for some of the activists to develop new skills, more awareness and to learn to be more strategic through their experience with IPACC.

Thirdly, French-speakers value the opportunity to develop their English and most members now are able to manage parts of meetings in English only -- it was not their intention to improve their English when joining! English-speakers, regrettably, have not used this opportunity to develop their French in the same way.

Again, IPACC has a political task as well as a development task. The opportunity to think both politically and developmentally is valued by a few of the members.

And lastly, some members value making new friends at a non-political level and of finding comrades to trust and who also become friends.

3.3 The context for future challenges

Before looking at challenges, it is important to see these in the context of a number of issues:

Growth

IPACC has grown significantly over the years. Membership has grown steadily and as at March 2007 there were 150 Associations in 20 countries. And it continues to grow.

Secondly, there is a growth in regions. A sixth region has been included -- the Sahel-Horn region which will include Cameroon, Chad, Somalia, Sudan, Ethiopia and the Central African Republic. Two representatives from this new region have already participated and the third Rep is now being sought. Thus the ExCo has expanded with 16 members now serving.

Thirdly, income has more than doubled in the last year (see Appendix 3), the bulk of which is for regional action and activities and not for core costs.

What has not grown is the Secretariat.

Dependency

IPACC is lead by a strong, capable director supported by two other strong staff in the Secretariat, and is guided by a strong and experienced Trust. However, IPACC is a membership-based organisation and the Executive Committee (ExCo), elected from the membership, has the mandate to share in the leadership of the organisation. This Committee is re-elected every two, and now three, years. ExCo members live far from each other and only meet formally once a year.

All these factors contribute to an ExCo that is still very dependent on the Secretariat for political and practical support, for fundraising, and for strategic thinking and procedural direction on a wide range of issues. ExCo is also dependent on the Trust for its legal, procedural and constitutional direction.

Success

IPACC has known extensive success. This success can be read about in many of its reports and which has been referred to throughout this report.

IPACC's successes in recent years can potentially shift it to a new stage. The UN Declaration on the Rights of Indigenous Peoples has been adopted and signed by the General Assembly; there are some more experienced ExCo members; and many activist members have been around for a while and can model for new and younger activists.

They have successfully conducted their first electronic election process and are developing significant new partnerships for working in the environmental and natural resources field. IPACC has a number of new donors supporting its work and is connected with an ever-increasing number of organisations through which it can place its agenda and get support.

Resource-poor members

Tension is always prevalent in networks or coordinating bodies which can raise finance for people to act jointly and strengthen their voice, and have member organisations who battle to raise the finance to keep their own organisations running and functional. This tension is no less an issue in IPACC than in any other such network. As IPACC is able to raise more finance so this tension can increase.

If networks are able to raise more finance internationally than smaller local organisations then there can be a productive role for networks in this regard. A strong network has strong members who have sufficient confidence to act courageously as they are not scrabbling for resources. Should IPACC choose to consider raising additional funds some criteria are proposed -- while these could have been outlined in the section on challenges below, they are rather outlined here, next to the issue.

The criteria would be:

- Funds would not be for core funding, but only projects that relate to the work of IPACC
- Clear criteria would be developed for additional projects over and above those already devised through the Regional Support Funding system
- The funding must be spent on work on the ground.

These considerations are consistent with other findings of this formative process.

A new focus

World-wide concern about climate change, emissions, disappearing forests, appalling levels of pollution and other environmental challenges is not being ignored by Indigenous Peoples. Indeed, it is Indigenous Peoples who hold knowledge that is steadily being lost and values that are being ignored, but which are of relevance to sustaining our planet. IPACC has taken up the opportunity and the challenge to tackle these questions from the perspective of Indigenous Peoples and with new partners such as the Technical Centre for Agricultural and Rural Cooperation (CTA). This is offering new opportunities for learning, for action and for benefits to Indigenous Peoples.

The UN Declaration

Finally, the United Nations Declaration on the Rights of Indigenous Peoples has been voted in by the General Assembly. This is a non-binding but standard setting instrument of substantial importance. The work of IPACC will now move from working at the policy or substantive level, to working at the structural level -- challenging governments to uphold the rights of Indigenous Peoples at country level. This work will take IPACC to the regional African level, into sub-regional structures such as the Southern African Development Community, and to a country level down to the grassroots. Though the high level framework is now in place, there is a lot more work at the bilateral and multilateral level to ensure compliance.

3.4 The challenges ahead

IPACC is strong. It has experience, it has had successes, and it is well structured, well organised, strategic and imaginative. And, like any other organisation, it has some challenges for the future. The issues described above provide a context for future challenges.

The overall challenge is to consolidate and to stop growing, expanding or widening its work and membership for a while. Rather strengthen what is there, together take stock of the consequences of the signing of the Declaration and develop the network's capacity to work in the field of natural resources.

The issues described below should not be seen as discrete issues to be tackled one by one. Rather they are inter-related and need to be looked at together and in relation to each other. I would encourage this approach.

Tackle dependency

This is the most important issue for IPACC. There has been a long growth phase for IPACC and it has now established itself institutionally and has all the requisite systems and procedures needed to be functional and effective. Its next hurdle relates to the balance of responsibility and authority between the three elements of the structure. The Executive Committee is largely dependent on the Secretariat for the basic and ongoing functioning of IPACC, and on the Trust for providing both a fiduciary and direction-giving role. All three of these elements of the structure are needed but they are not in balance.

There are three potential challenges here. Firstly, to strengthen the ExCo; secondly, to clarify and put limits on the role of the Secretariat; and thirdly, to engage in regular organisational reflection, review and development processes.

Strengthening ExCo

The first step in this process is to challenge Executive members to take up and then experience **ownership** of the organisation; ownership of both its successes and its challenges. Too often members are heard to say “IPACC should...” as though IPACC is separate from them; as though they are not IPACC.

Their overall challenge is to lead the organisation, to take responsibility for the whole system, not only for their own country, or region, or special interests. They need to plan and manage their own meetings and hold each other and their office bearers to account for what has been agreed and to the values they purport. They also need to take some responsibility for raising and being the custodians of the finances and other resources of IPACC. And, equally important, the ExCo needs to explore what their actual role is in decision-making and taking responsibility for any decisions they take.

In relation to the Secretariat, the ExCo could clarify and agree on their responsibilities in relation to communication and providing leadership in the sub-regions. And probably most importantly is that they become accountable to the ExCo and not only the Secretariat.

A further potential is to ensure that each member of the Executive has a specific portfolio -- a needed task that contributes to the development of IPACC, its members, its work or its future. Each member would then be responsible to deliver against this and make a concrete contribution. At present this is not the case. Some examples are: membership policy; membership management; sub-regional networks; developments at the UN; organisational policy; indigenous knowledge; and there are many more. It is for the organisation to identify the issues and for the right people to take up the ones they feel strongly about. The chairperson has the usual role of meeting preparation (agenda, minute, etc.) and leading and guiding the meeting.

The ExCo will not be strong overnight. A well thought out programme for developing the capacity of ExCo over the next two to three years is needed. And it is important to accept that even although members might change, any of this new capacity cannot be lost as it is taken back to their countries, their organisations and their struggles.

Within this capacity development process members need both support and challenge -- and each individual may need different kinds of support and challenge. In addition resources for more regular business and development-related meetings will need to be raised.

Place limits on the Secretariat's function

As the ExCo strengthens the Secretariat will not be required to provide the extent of leadership that it does. Expressing the limits of the Secretariat will not be easy as both the strong leader and the other competent staff are able to perform all that is needed very well. Letting go over time will be the challenge as it is difficult to let go of a task if you are not sure that it will be competently taken up.

Whole system reflection, review and development

With the high cost of meetings it has not been easy to put precious time aside for reflection and review. In most meetings the hoped-for agenda is over crowded and so not everything that needed attention in fact gets attention. Consequently, this idea gets little space. A challenge is to make reflection and development a key objective of IPACC, to raise money for it and to put time aside for it. It is only then that development -- a change in the pattern of things -- will take place.

A focus on the ground

There are a number of reasons for considering focusing more on the ground, and potentially decentralising some aspects of IPACC and its work.

Firstly, with a shift in IPACC's work from the international standards setting terrain to monitoring whether and how countries uphold the Declaration and the African Charter, there is a need to have more activity at country level. Up to now there has been a successful programme of organising sub-regional networks of members in the five sub-regions. This needs to continue as well as an exploration of how support at country level might be increased.

Secondly, with the new focus on environment-related issues and the protection of natural resources upon which Indigenous Peoples rely, strategies to protect indigenous knowledge, people and resources will likely be needed at country level.

Thirdly, establishing a system for dispensing financial resources at sub-regional and country level needs to be tested with at least one sub-regional Trust.

Fourthly, the potential to build the voice of IPACC from the ground up through strengthened members and strengthened practice can be realised through a process of focusing increasingly on the ground.

A further reason is to build the ownership of IPACC from the ground up and thereby the extent to which people take responsibility for the functioning of their network.

Some potential responses to this scenario are found next.

Strengthening sub-regional networks

There has been much work over the past few years in establishing and building the sub-regional networks and it is suggested that this continue and increase. Recently the Executive Committee developed a collection of indicators describing a strong and effective sub-region of IPACC. These are:

- Members are aware of their rights and their duties within their community/country/continent.
- Members are acting on their rights and using their rights.
- Members are organised, with a mandate, able to express their needs and influence the political process.
- There is a level of engagement with relevant policy processes and strategies to reach the ground
- That the sub-region has a recognised identity that is considered in the national process of nation building in a fair partnership with government.
- Indigenous Peoples recognise the importance of a plurality of economies and subsistence lifestyles.

A way forward on this could be to plan and hold sub-regional meetings over the next year or two with the purpose of assessing the strength of the membership organisations in order to provide appropriate support. Assistance in strengthening the network itself to begin to deliver against these indicators is also needed. Accountability systems need to also be explored and agreed.

It is also suggested that members develop country programmes which include strategies for building membership, for advancing strategies for the environment and strategies for monitoring each government's response to the Convention.

Continue support on the ground

IPACC Secretariat has had a number of ways of supporting organisations on the ground, including:

- Meeting other organisations from the host country at gatherings.
- Visiting them after the meetings to discuss support.
- Visiting a country over a period of weeks to meet organisations, discuss issues and try to strengthen their network.

- The mapping process which started in Kenya provides an invaluable opportunity for organisations to work together in a practical way;
- IPACC has also initiated piloting of advocacy initiatives for formalising the accreditation and recognition of traditional trackers in Southern and Central Africa. This work is both grassroots focussed and linked to sub-regional strategies.

All of these should continue.

A line item in the budget could be included to finance intra-network support between members.

Financing work on the ground

Firstly, the success of the Regional Financing Facility described earlier has been uneven. Some members have not reported on their work and expenditure properly or at all, while others have. A potential is to take this discussion to the Executive for them to propose how this Facility be used and what consequences would follow from poor reporting. Two ideas are to continue the joint budgeting process (between Secretariat and the Member) and to develop a formal contract around the final proposed activity.

Secondly, the Trust has already been exploring viable options for experimenting with a sub-regional Trust that has the authority to receive and allocate funds against budgets. This would enable far quicker access to the finance needed and leave behind a legal entity at country level. It is suggested that this thinking reach action in the next year. This entity cannot have any IPACC member serve on such a Trust as this would obviously lead to a conflict of interest.

Develop the capacity for coordination and support

The Secretariat

Up to now the Secretariat has managed on a low budget and a few committed staff to achieve an enormous amount. It is clear that the workload is increasing and more support is needed in the Secretariat. This needs to take a number of forms. Firstly, direct support to the director in order to free him up to do the work he does best -- work in the field developing people and strategy and identifying opportunities for building alliances and challenging resistance.

Secondly, there is the possibility of an experienced office manager to oversee the office in order to free the Operations manager to provide more focused support to members and their projects.

Thirdly, it seems that the presence of interns has brought capacity to the Secretariat, albeit short- term, and so far this has worked well. May this continue as long as the interns do not drain the already limited capacity of staff. This could be achieved by ensuring that they know what is expected of them and what qualities are needed before they take up the offer.

While the following point does not relate to the overall heading of this section it needs to be included here. At present staff receive no medical or retirement cover of any kind. A benefits package, which includes these, needs to be developed. It is likely that this would entail a 15 per cent increase to the current package. However, professional advice should be sought on this.

Executive Committee

As part of the process of strengthening the ExCo it is suggested that their coordination and support role be explored, clarified and agreed. For example:

- there is already the idea that instead of consultants, or someone from the Secretariat, offering support to the sub-regions that another member with the experience or skills does this,
- in the case of sub-regional networks, what is the role of the ExCo considering that they are participating in or leading them?

IPACC as a whole

All elements of IPACC could consider how they consistently create a profile as a *network*. At present it is some of the Executive, office bearers and staff who are more visible at this time while many other members, particularly those not serving on the Executive Committee are fairly invisible. This situation is typical of a pioneering organisation; however, in the next stage of IPACC's development, building the profile of the whole is critical.

4. Conclusion

It is clear that IPACC is a much needed, credible and strategic organisation. It is well organised and well run and manages its resources thoughtfully and transparently. IPACC members value that it is inclusive; gender sensitive, fully bilingual, includes experienced and younger leadership and is widely respected.

IPACC faces a new phase in its development. It is my view that in order to move into this new phase some important steps can be taken. The first is to consolidate -- consolidate its membership, its important capabilities, and its extensive experience. An important part of the consolidation process is to tackle the dependency of the political head (ExCo) on the Secretariat and the Trust. Preparing a programme over the next two to three years to strengthen the ExCo is an important step. The further part of the consolidation process is to strengthen work on the ground at country level with the support of Sub-Regional Networks and Peer Groups amongst the membership to reflect on their learning and efficacy.

IPACC has extremely talented and visionary people at a number of levels who can take IPACC and its new task (to hold governments to account to the content of the UN Declaration) into the future. IPACC has also been strategic in taking up the protection of natural resources as an important new focus that will bring new partnerships, new sources of finance, and new skills to its membership.

I feel privileged to have been invited to conduct this review and trust that the process and the findings are of use in taking IPACC into its next phase of development.

Appendix 1: Terms of Reference

2007 Evaluation of the performance of the Indigenous Peoples of Africa Coordinating Committee (IPACC)

Date: 26 February 2007

From: Nigel Crawhall, Director of Secretariat, ipacc.africa@gmail.com

To: Ms Davine Thaw, consultant, divine@dbn.stormnet.co.za

Task description:

IPACC is looking for a skilled organisational development professional to conduct an evaluation of the Indigenous Peoples of Africa Coordinating Committee (IPACC). The results should include:

- a) A written report considering 3 core aspects of IPACC – the relationship between its professed purpose and its achievements; the clarity and appropriateness of roles and functions in the network; the state of organisational systems;
- b) Recommendations on areas for improvement.

It will be desirable that a final workshop be run with IPACC leaders to familiarise them with the findings and to review the results and recommendations. This will be defined in a separate TOR subject to convenience.

Process:

We anticipate that the evaluation will require several different components. These may include:

- Observation of Executive Committee planning meetings;
- Observation of Executive Committee meetings;
- Observation of public meetings;
- Interviews with ExCo members, ordinary members, staff and Trustees;
- Review of documents, audits, minutes, budgets, grant proposals and reports;

The combination of these is to be recommended by the consultant.

Duration:

The contract period will run from 1 April 2007 until 31 October 2007. The contract is based on 20 days work. Participation in IPACC events and visiting members or the Secretariat are to be negotiated at mutual convenience. Total value of the contract is: ZAR 60 000. A budget for transport, accommodation and subsistence will be determined by the Secretariat at an estimated value of ZAR 20 000.

Remuneration:

The daily fee is set at ZAR3000 a day. The consultant must invoice for release of tranches of the grant, specifying days worked.

The consultant will be taxed by IPACC unless she provides evidence from the Receiver of Revenue that she is a registered provisional tax payer and will be responsible for her own taxation.

Location:

Location is variable. Costs for international travel, accommodation and subsistence must be negotiated in cooperation with the Secretariat.

Target Audience:

The evaluation is for the benefit of IPACC's donors but should also be a useful tool for its members, Executive Committee, Trust and Secretariat to reflect on progress and challenges with a view to improving the performance and well-being of the network.

IPACC is responsible for the following:

- Timely payment on rendering of the service and presentation of an appropriate invoice;
- Access to a computer, computer telephone, landline telephone, financial administrative services, programme support services while the consultant is present;
- All logistical arrangements relating to flights, accommodation, venue and subsistence subject to funding being available;
- Interpreting and translation between English and French as required and subject to funding being available;
- A final translation of the text into French.

These terms of reference are the only agreement between the consultant and IPACC.

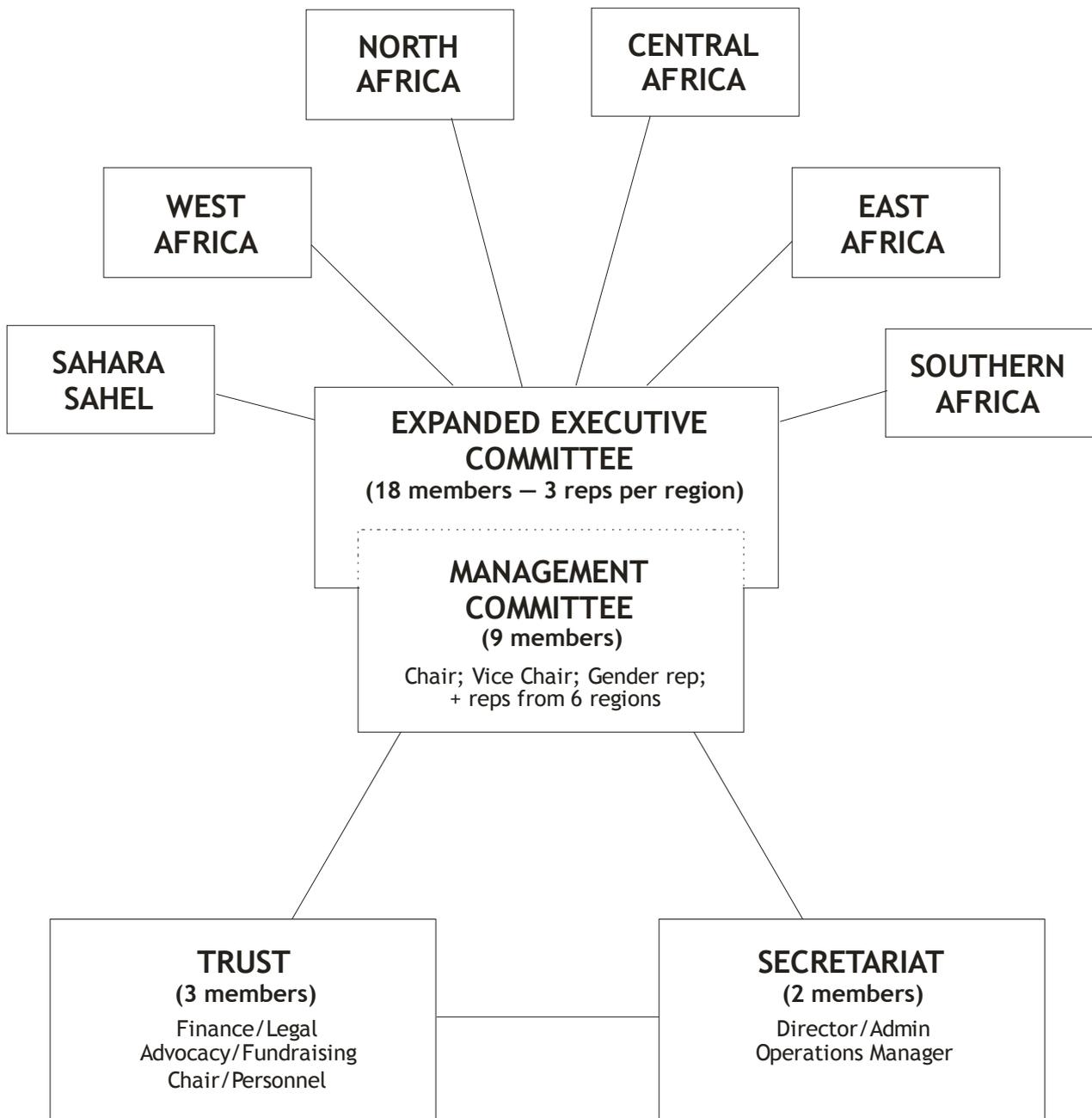
Intellectual property and privacy:

The final report will belong to IPACC and may be used as it wishes. IPACC undertakes not to misrepresent the contents of the report. IPACC undertakes to recognise the authorship of the Consultant when referring to the report. The Consultant has the right to show the report to other agencies or parties without constraint.

Disputes:

Quality of work is determined by the Director of Secretariat for IPACC. Disputes will be resolved through reasonable efforts to communicate directly. Should the consultant be dissatisfied with the outcome she may bring this to the attention of the IPACC Trust which will be the final arbiter of a fair decision. South African labour laws apply.

Appendix 2: IPACC - The Whole System



Appendix 3: IPACC Income 2001-2007

